

**U.S. Government Operations & Law Enforcement**  
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**U.S. Government Operations & Law Enforcement**  
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## I. Federal Bureau of Investigation (FBI)

(Source of information: <http://www.fbi.gov> )

### Organization

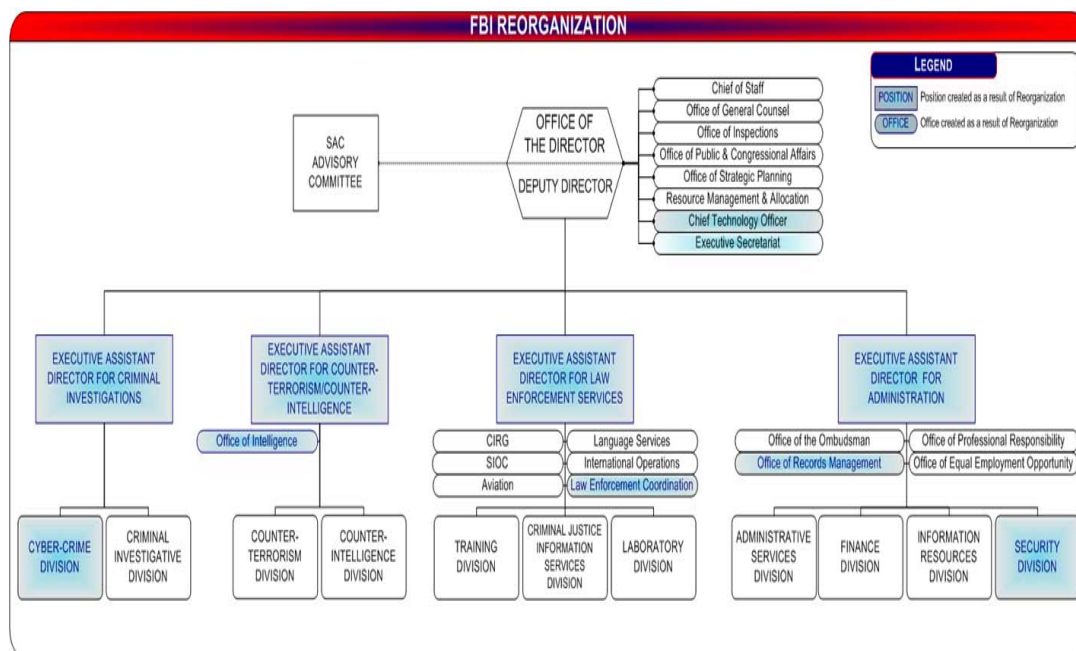
The FBI is a field-oriented organization in which FBI Headquarters (FBIHQ) in Washington, D.C., provides program direction and support services to 56 field offices, approximately 400 satellite offices known as resident agencies, four specialized field installations, and more than 40 foreign liaison posts. The foreign liaison offices, each of which is headed by a Legal Attache or Legal Liaison Officer, work abroad with American and local authorities on criminal matters within FBI jurisdiction.

The FBI has approximately 11,400 Special Agents and over 16,400 other employees who perform professional, administrative, technical, clerical, craft, trade, or maintenance operations. About 9,800 employees are assigned to FBIHQ; nearly 18,000 are assigned to field installations.

Additional information:

1. Chart of offices and divisions at FBI Headquarters
2. Descriptions of FBI Headquarters offices and divisions
3. Information about field offices and field office websites
4. Information about Legal Attache Offices

### 1. Chart of offices and divisions at FBI Headquarters



## **2. Descriptions of FBI Headquarters offices and divisions**

### **Office of the Director**

#### **Office of Equal Employment Opportunity Affairs**

The Office of EEO Affairs ensures equality of opportunity for all employees/applicants and prohibits discrimination in employment based on race; color; religion; age; sex, including sexual harassment; national origin; disabled status; or reprisal for previous involvement in a protected activity.

The Office of EEO Affairs handles EEO complaint processing, training, monitoring of employment practices and policies, and the following special emphasis programs: American Indian/Alaskan Native; Asian American/Pacific Islander, Black Affairs; Federal Women, Hispanic Employment; Selective Placement (individuals with disabilities including disabled Veterans); and Upward Mobility.

#### **Office of the General Counsel**

The Office of the General Counsel (OGC) provides legal advice to the Director and other FBI officials. In addition, OGC personnel research legal questions regarding law enforcement and national security matters and coordinate the defense of civil litigation and administrative claims involving the FBI, its personnel and its records.

#### **Office of Professional Responsibility**

The Office of Professional Responsibility (OPR) is the component in the FBI which is responsible for the investigation of, and the supervision of investigations of, allegations of criminal conduct and serious misconduct by FBI employees. Additionally, OPR is responsible for the adjudication of cases of administrative discipline based on its investigation, determining whether the allegations have been substantiated and making written findings and recommendations regarding what, if any, disciplinary action is appropriate.

OPR maintains liaison with the Department of Justice's Office of Professional Responsibility and Office of the Inspector General. OPR is responsible for setting policy and establishing procedures regarding the disciplinary process and for monitoring its effectiveness to ensure that the ability of the FBI to perform its law enforcement and national security functions is not impaired.

#### **Office of Public and Congressional Affairs**

The OPCA communicates information on FBI investigations, services, programs, policy, and accomplishments to the public, Congress, and the news media. It manages relations with the electronic and print media; prepares FBI publications; answers verbal and written inquiries from the general public, scholars, and authors regarding the FBI; manages the FBI Home Page and operates the Headquarters tour.

### **Administrative Services Division**

In addition to managing and providing executive direction in all aspects of FBI personnel management matters, including but not limited to personnel assistance, personnel benefits, and personnel selection, this division is responsible for the management and security of all FBI facilities. In addition, this division manages all recruitment programs and selection systems designed to recruit and select the best qualified individuals for FBI employment. Further, this division manages FBI and non-FBI background investigations. It is also the goal of this division to ensure that the above-mentioned responsibilities are consistent with the overall mission of the FBI.

### **Counterterrorism Division**

The Counterterrorism Division consolidates all FBI counterterrorism initiatives. The National Infrastructure Protection Center (NIPC) and the National Domestic Preparedness Office (NDPO) are assigned to this division. The NIPC serves as the U.S. Government's focal point for threat assessment, warning, investigation, and response for threats or attacks against the United States' critical infrastructures. The NDPO coordinates all federal efforts to assist state and local first responders with planning, training, and equipment needs necessary to respond to a conventional or non-conventional weapons of mass destruction incident.

### **Criminal Investigative Division**

The FBI's investigative mandate is the broadest of all federal law enforcement agencies. This division coordinates investigations into organized crime, including drug matters, racketeering, and money laundering; investigations into violent crimes, including wanted fugitives, escaped federal prisoners (in some instances), unlawful flight to avoid prosecution, violent gangs, serial murders, kidnappings, bank robberies, violent crimes and property crimes of an interstate nature, crime on Indian reservations, crimes against U.S. citizens overseas, and theft of government property; investigations into white-collar crime, fraud against the government, corruption of public officials, health care fraud, election law violations, business and economic frauds and corruption crimes; and investigations into civil rights violations.

### **Criminal Justice Information Services Division**

Headquartered in Clarksburg, West Virginia, the CJIS Division serves as the focal point and central repository for criminal justice information services in the FBI. This division is a customer-driven organization providing state-of-the-art identification and information services to local, state, federal, and international criminal justice communities. In support of this, CJIS administers an advisory process which shares management and policy making decisions with local, state, and federal criminal justice agencies. The CJIS Division includes the Fingerprint Identification Program, National Crime Information Center Program, Uniform Crime Reporting Program, and the Integrated Automated Fingerprint Identification System (IAFIS)--a computer-based system that can store, process, analyze, and retrieve millions of fingerprints in a relatively short period of time.

**Finance Division**

The Finance Division is responsible for the overall coordination and administration of the FBI's budgetary and fiscal matters, financial planning, voucher and payroll matters, and property and procurement activities. The Assistant Director is the FBI's Chief Financial Officer and is Chairperson of the Contract Review Board.

**Information Resources Division**

The principal responsibility of the IRD is to provide centralized management and planning for information resources within the FBI. Architectures are developed and maintained that specify how information is to be collected, managed, and used. The architectures delineate the information that is essential to the FBI mission, the automated and manual systems needed to manage this data, and the technical infrastructure needed to maintain these systems.

**Inspection Division**

The Inspection Division is responsible for review of FBI investigative and administrative programs to ensure their economic value and effective compliance with objectives, governing laws, rules, regulations, and policy. These reviews are also to ensure that FBI personnel conduct the organization's activities in a proper and professional manner. The Division conducts organizational streamlining studies, program evaluations, and process-reengineering and improvements projects.

**Investigative Services Division**

The Investigative Services Division (ISD) includes an Information, Analysis, and Assessments section, which extracts information from case files and other sources to identify future trends and means of preventing crime and threats to national security. The ISD coordinates the FBI's analytical capabilities and oversees the Bureau's crisis management functions.

**Laboratory Division**

The FBI Laboratory is one of the largest and most comprehensive crime laboratories in the world. It provides leadership and service in scientific solution and prosecution of crimes throughout the United States, and is the only full-service federal forensic laboratory. Laboratory activities include crime scene searches, special surveillance photography, latent-fingerprint examinations, forensic examinations of evidence (including DNA testing), court testimony, and other scientific and technical services. The FBI offers these services, free of charge, to all law enforcement agencies in the United States. In addition, FBI Laboratory Specialists provide training to other state and local crime laboratory and law enforcement personnel.

**National Security Division**

The National Security Division coordinates investigative matters concerning foreign counterintelligence. Activities include investigations into espionage, overseas homicide, protection of foreign officials and guests, domestic security, and nuclear extortion. This division is also responsible for the FBI's Security Countermeasures Program which includes background investigations and physical security issues.

### **Training Division**

Located in Quantico, Virginia, the FBI Academy is one of the world's most respected law enforcement training centers. In addition to managing the FBI Academy, the Training Division trains FBI Special Agents and Professional Support staff as well as local, state, federal and international law enforcement personnel. FBI employee training programs include New Agent Training, In-Service and Specialized Training for Agents and Professional Support personnel. Police training programs include the FBI National Academy, an 11-week multidisciplinary program for seasoned law enforcement managers; the Executive Training program for Chief Executive Officers of our country's largest law enforcement organizations; and Operational Assistance, which trains law enforcement personnel how to respond in certain emergency situations. In addition to course offerings, FBI Academy faculty members conduct research and provide assistance to federal, state and local law enforcement agencies on many topics and investigative techniques.

## **II. Immigration and Naturalization Service (INS)**

(Source of Information: <http://www.ins.gov>)

### **Mission**

The U.S. Immigration and Naturalization Service (INS), an agency of the Department of Justice, is responsible for enforcing the laws regulating the admission of foreign-born persons (i.e., aliens) to the United States and for administering various immigration benefits, including the naturalization of qualified applicants for U.S. citizenship. INS also works with the Department of State, the Department of Health and Human Services and the United Nations in the admission and resettlement of refugees. INS is headed by a Commissioner who reports to the Attorney General.

### **INS Responsibilities**

Administer immigration-related services:  
Immigrant and nonimmigrant sponsorship  
Adjustment of status  
Work authorization and other permits  
Naturalization  
Refugees and asylum  
Enforce immigration laws and regulations:  
Border control  
Port-of-entry inspections  
Detention and removal of criminal aliens  
Worksite enforcement  
Apprehension of illegal aliens and workers  
Deportations and exclusions  
Denial of benefits to ineligible applicants  
Document fraud

## **Organization**

The operational and management functions of INS are administered through INS Headquarters in Washington, D.C. that oversees approximately 29,000 employees through three Regional Offices and the headquarters-based Office of International Affairs. These offices are responsible for directing the activities of 33 districts and 21 Border Patrol sectors throughout the United States and three district offices and 39 area offices outside U.S. territory. INS field offices provide direct service to applicants for benefits under the Immigration and Nationality Act and implement INS policies to carry out statutory enforcement responsibilities in their respective geographical areas. Overseas offices, in addition, serve as important information channels between INS and U.S. Foreign Service officers and foreign government officials abroad.

## **A Brief History**

The first immigration office in the federal government was created in 1864 by a law intended to encourage immigration. Under this law, the President appointed a Commissioner of Immigration within the State Department to regulate the transportation and settlement of "emigrants," but the law had no effect on the commissions, boards or other officers who were responsible for immigration in each of the states. The Commissioner's office was abolished when the law was repealed four years later, leaving authority over immigration, including enforcement of federal statutes, at the state level.

Because of problems caused by the divided authority over immigration, the Immigration Act of 1891 was passed, establishing complete and definite federal control over immigration through a Superintendent of Immigration under the Secretary of the Treasury. The new Bureau of Immigration began with 24 inspection stations (including Ellis Island in January 1892) at ports of entry along both land borders and in major seaports. From this early structure, the immigration side of the present INS evolved. In 1903, the Bureau of Immigration was moved to the newly established Department of Commerce and Labor and was given broader responsibilities.

The naturalization role of INS began when Congress passed the Naturalization Act of 1906, which shifted the function from the courts. The new law created the Bureau of Immigration and Naturalization to administer and enforce U.S. immigration laws and supervise the naturalization of aliens. The combined functions lasted only seven years as naturalization became a separate bureau again in 1913 when the Department of Commerce and Labor was split into two departments. Immigration and naturalization functions remained separate until 1933 when an Executive Order consolidated both functions under the Immigration and Naturalization Service within the Labor Department.

INS moved to the Department of Justice in June 1940 in a reorganization meant to provide more effective control over aliens at a time of increasing international tensions.



## **Recent Legislation**

The Immigration and Nationality Act Amendments of 1965 were seen as the most far-reaching revision of U.S. immigration policy since 1921. Nationality and ethnic considerations were replaced with a system based primarily on reunification of families, needed skills and recognition of refugees. Eastern Hemisphere immigration was granted a higher ceiling than that for the Western Hemisphere. In 1978 the two were combined into a single worldwide ceiling of 290,000. Two years later, refugees gained their own separate category exclusive of the immigrant ceiling. The major source of immigration to the United States has shifted since 1965 from Europe to Latin America and Asia, reversing a two-century trend.

By enacting the Immigration Reform and Control Act of 1986, Congress sought to eliminate the jobs magnet in the United States via employer sanctions or penalties for any employer who knowingly employed someone unauthorized to work in the United States. To deal humanely with those who had put down roots in the United States, a legalization program or nationwide amnesty allowed nearly 3 million people who had been in the United States illegally since 1982 to stay.

The major changes of the Immigration Act of 1990 involved an increase in total immigration under an overall flexible cap, an increase more than doubling annual employment-based immigration and a permanent provision for the admission of "diversity" immigrants from underrepresented countries. It also revised the grounds for exclusion and deportation.

The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 includes increases in criminal penalties for immigration-related offenses and measures designed to enhance INS presence and enforcement at the border. The 1996 Act comprehensively reorganized the process of removal for inadmissible and deportable aliens, including an expedited removal process for inadmissible aliens arriving at ports of entry. It includes restrictions on the eligibility of aliens for public benefits and imposes new requirements on sponsors of alien relatives for immigration.

## **INS . . . by the Numbers**

Oversees more than 300 land, air and sea ports of entry. In FY 2001, more than 510 million inspections of individuals arriving in the United States were conducted at these ports.

Oversees 6,000 miles of U.S. border with Mexico and Canada.

Maintains 33 district offices and 21 Border Patrol sectors in the United States.

Operates three international districts that manage 39 overseas offices, one third of which were added since FY 1997.

Budget increased by more than 230 percent between FY 1993 (\$1.5 billion) and FY 2001 (\$5.0 billion). During this period, spending for enforcement programs grew from \$933 million to \$3.1 billion, nearly five times as much as spending for citizenship and other immigrant services, which increased from \$261 million to \$679 million. The cost of shared support for the two missions increased from \$525 million in 1993 to \$1.1 billion in 2001.

Collected approximately \$1.7 billion in fees for services in FY 2001, more than double the amount collected in 1993.

Increased its full-time, permanent staff by 79 percent from FY 1993 (17,163) to the end of FY 2001 (30,701). Most of this growth occurred in the enforcement programs, where the total number of employees, including officers, grew from 11,418 to 23,364. Border Patrol led the way with an increase of 7,962 employees or 159 percent.

Apprehended 1,235,000 illegal aliens along the Southwest border in FY 2001.

Removed 176,549 criminal and other illegal aliens in FY 2001. The number of criminal aliens removed (71,346) alone exceeded the total number of all illegal aliens removed in FY 1995 (50,924).

More than doubled the number of detention bed spaces available since FY 1995, with the current capacity at about 20,000 beds. (The Detention and Deportation staff nearly doubled, growing to 3,475 full-time permanent staff by FY 2001.)

Expanded use of sophisticated computer technology by providing more than 90 percent of its employees with access to a personal computer, as compared to only 35 percent in FY 1993.

Successfully completed (subject was prosecuted, removed, or denied benefits as a result of investigation) 9,370 criminal alien cases in FY 2001, an increase of 11 percent over FY 2000.

Received 7.9 million applications for immigration benefits, including naturalization, in 2001, nearly 31 percent more than received in 2000.

Received 7.4 million naturalization applications from 2001 through 1998, more than had been received in the previous 42 years combined.

Opened 127 new Application Support Centers since FY 1998 to fingerprint applicants for naturalization and other benefits.

Holds more than 43 million files, including approximately 20 million active files.

### **III. United States Customs Service**

(Source of information: <http://www.customs.ustreas.gov>)

Customs means many things to many people. To the international traveler, Customs is the men and women in blue at the border station, airport, or seaport who examine personal baggage upon return to the States. To the importer, Customs provides advice, protection, and control of merchandise shipped into the country. To the smuggler, Customs is the planes, vessels, vehicles, and dedicated people constantly monitoring the nation's perimeter to thwart smuggling and attempts at illicit entry of merchandise.

The United States Customs Service is the primary enforcement agency protecting the Nation's borders. It is the only border agency with an extensive air, land, and marine interdiction force and with an investigative component supported by its own intelligence branch.

Customs' sophisticated aircraft and facilities conduct surveillance, and detect and interdict suspected smugglers day and night, over water and all types of terrain.

As the primary border interdiction agency, U.S. Customs faces a complex, multifaceted drug threat. The staggering number of conveyances, cargo, and passengers arriving into the United States each year continues to present Customs with complex targeting and interdiction challenges. Customs is confronting these challenges head-on through a variety of intelligence, investigative, and operational approaches. In addition to constantly improving operational activities, Customs has incorporated the power of partnerships-with industry and foreign governments, for example-in the fight against drug smuggling.

Customs provides the Nation with its second largest source of revenue. Last year, we returned \$22.1 billion to the U.S. Treasury. We rely on vigilance and technology to protect this public revenue. A new automated commercial environment is under development that will rely on account management to streamline the commercial import process, lower the cost of trade compliance, and increase customer service for the trade community. Inspectors will use this system to make paperless cargo clearances and to target non-compliant cargo for examinations.

Innovative enforcement technology is a valuable tool for the U.S. Customs Service. High technology deployed in efforts against illegal drugs runs the gamut from specifications for high-performance aircraft to mobile and fixed truck x-ray systems to hand-held contraband detection devices known as busters.

Our laboratories continually check imports to ensure that they comply with the myriad of laws involving public health, safety, and protection of intellectual property rights.

Our groundbreaking expertise in discovering and fighting cybercrime has made the U.S. Customs Service a leader in combatting child pornography, money laundering, and the importation of dangerous substances.

New initiatives include targeting illegal exports of American weapons technology to countries that support terrorism, as well as preventing the transfer of money earned from drug trafficking in this country to offshore banks for the benefit of drug lords.

And finally, customs agencies in other countries continue to look to the U.S. Customs Service as a model for expertise and assistance in adopting procedures that will support a truly global system of free trade.

The world is a different place than when Customs began over two centuries ago. Yet the same beliefs for which our forebears fought are still at issue-starting with the belief that the dignity that America represents will continue only with forthright, steadfast protection of our independence.

Tradition, Service, Honor-that is the U.S. Customs Service legacy...and its future.

#### **IV. Drug Enforcement Administration (DEA)**

(Source of information: <http://www.dea.gov> )

##### **DEA Mission Statement**

The mission of the Drug Enforcement Administration (DEA) is to enforce the controlled substances laws and regulations of the United States and bring to the criminal and civil justice system of the United States, or any other competent jurisdiction, those organizations and principal members of organizations, involved in the growing, manufacture, or distribution of controlled substances appearing in or destined for illicit traffic in the United States; and to recommend and support non-enforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets.

In carrying out its mission as the agency responsible for enforcing the controlled substances laws and regulations of the United States, the DEA's primary responsibilities include:

Investigation and preparation for the prosecution of major violators of controlled substance laws operating at interstate and international levels.

Investigation and preparation for prosecution of criminals and drug gangs who perpetrate violence in our communities and terrorize citizens through fear and intimidation.

Management of a national drug intelligence program in cooperation with federal, state, local, and foreign officials to collect, analyze, and disseminate strategic and operational drug intelligence information.

Seizure and forfeiture of assets derived from, traceable to, or intended to be used for illicit drug trafficking.

Enforcement of the provisions of the Controlled Substances Act as they pertain to the manufacture, distribution, and dispensing of legally produced controlled substances.

Coordination and cooperation with federal, state and local law enforcement officials on mutual drug enforcement efforts and enhancement of such efforts through exploitation of potential interstate and international investigations beyond local or limited federal jurisdictions and resources.

Coordination and cooperation with federal, state, and local agencies, and with foreign governments, in programs designed to reduce the availability of illicit abuse-type drugs on the United States market through nonenforcement methods such as crop eradication, crop substitution, and training of foreign officials.

### **El Paso Intelligence Center (EPIC)**

(Source of information: <http://www.dea.gov/programs/epic.htm>)

The El Paso Intelligence Center (EPIC) was established in 1974 in response to a Department of Justice study. The study, which detailed drug and border enforcement strategy and programs, proposed the establishment of a Southwest Border intelligence service center to be staffed by representatives of the Immigration and Naturalization Service, the U.S. Customs Service and the DEA. The original EPIC staff was comprised of 17 employees from the three founding agencies. Initially, EPIC focused on the U.S.-Mexico border and its primary interest was drug movement and immigration violations.

Today, EPIC still concentrates primarily on drug movement and immigration violations. Because these criminal activities are seldom limited to one geographic area, EPIC's focus has broadened to include all of the United States and the Western Hemisphere where drug and alien movements are directed toward the United States. Staffing at the DEA-led center has increased to over 300 analysts, agents, and support personnel from 15 federal agencies, the Texas Department of Public Safety, and the Texas Air National Guard. Information sharing agreements with other federal law enforcement agencies, the Royal Canadian Mounted Police and each of the 50 states ensure that EPIC support is available to those who need it. A telephone call, fax, or teletype from any of these agencies provides the requestor real-time information from different federal databases, plus EPIC's own internal database.

In addition to these services, a number of EPIC programs are dedicated to post-seizure analysis and the establishment of links between recent enforcement actions and ongoing investigations. EPIC also coordinates training for state and local officers in the methods of highway drug and drug currency interdiction through its Operation Pipeline program. EPIC personnel coordinate and conduct training seminars throughout the United States, covering such topics as indicators of trafficking and concealment methods used by couriers.

In a continuing effort to stay abreast of changing trends, EPIC has developed the National Clandestine Laboratory Seizure Database. EPIC's future course will also be driven by the National General Counterdrug Intelligence Plan. As a major national center in the new drug intelligence architecture, EPIC will serve as a clearinghouse for the HITDA Intelligence Centers, gathering state and local law enforcement drug information and providing drug intelligence back to the HIDTA Intelligence Centers.

## **Some DEA Programs**

1. High Intensity Drug Trafficking Areas (HIDTAs)
2. Money Laundering
3. Foreign Cooperative Investigations
4. Organized Crime Drug Enforcement Task Forces (OCDETFs)

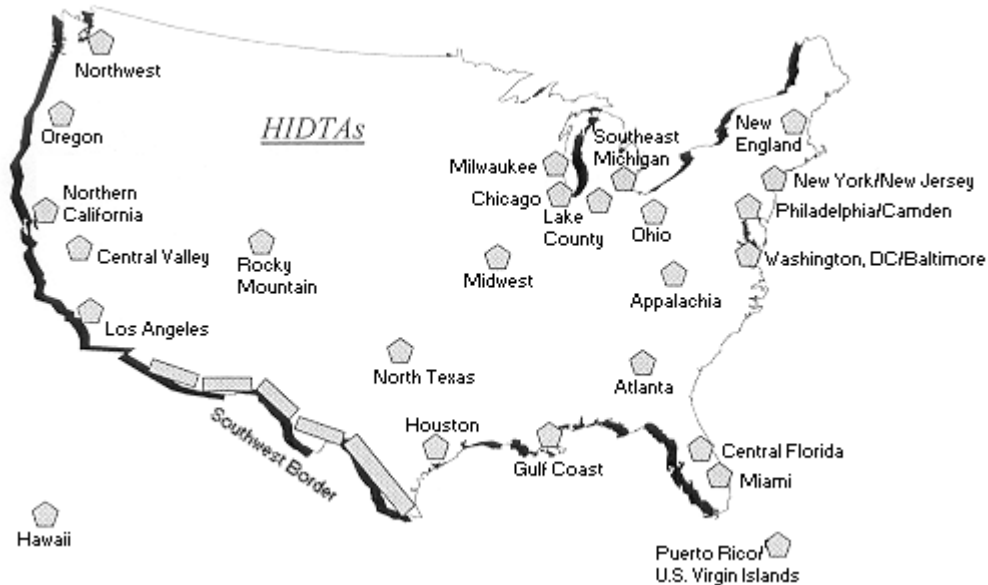
### **1. High Intensity Drug Trafficking Areas (HIDTAs)**

The High Intensity Drug Trafficking Areas program (HIDTA) was authorized by the Anti-Drug Abuse Act of 1988 and is administered by the Office of National Drug Control Policy. Since the original designation of five HIDTAs in 1990, the program has expanded to 31 areas of the country, including five partnerships along the southwest border. The DEA plays a very active role, and now has 282 special agent positions dedicated to the program. The 2000 HIDTA annual budget is projected to be \$186 million.

The HIDTA's mission is to reduce drug trafficking in the most critical areas of the country, thereby reducing its impact in other areas. This is accomplished by institutionalizing teamwork among local, state, and federal efforts; synchronizing investments in strategy-based systems; and focusing on outcomes.

To qualify as a HIDTA an area must:

- Be a major center of illegal drug production, manufacturing, importation, or distribution;
- Have state and local law enforcement agencies already engaged;
- Have a harmful impact on other areas of the country; and
- Require a significant increase in federal resources.



## 2. Money Laundering

Money laundering is the process used by drug traffickers to convert bulk amounts of drug profits into legitimate money. The need to launder conspicuously large amounts of small-denomination bills renders the traffickers vulnerable to law enforcement interdiction. Tracking and intercepting this illegal flow of drug money is an important tool in identifying and dismantling international drug trafficking organizations.

### Current Money Laundering Trends

Drug traffickers have recently begun shipping their profits out of the United States in lesser amounts but in more shipments. As a result, bulk movement of cash through the country to its ports has not lessened in recent years. Trailer trucks with hidden compartments have been found to carry large quantities of money, up to \$12 million in one case, across the border into Mexico. Annual seizures of cash on U.S. highways was \$38 million in 1995, \$52 million in 1996, \$63 million in 1997, and \$77 million in 1998.

### The Money Laundering Process

The money laundering process usually involves three stages: the placement, layering, and integration stages. In the placement stage, the ill-gotten funds enter commercial financial systems. After the funds are in the system they are moved from place to place, or layered, to obscure their trail. Finally they are reintroduced, or integrated, into the economy as "clean" money to be utilized in any way the trafficker wishes. In many drug source countries, the drug trafficker uses the laundered money to pay employees for services and buy properties and businesses. The money is then contributing to the economic growth and stability of the micro economies of the source countries, albeit only temporarily. The sophistication in obscuring the money trail once it has entered into the financial system has increased exponentially in recent years with cyberbanking and e-cash. However, it is

at the placement stage that the money laundering operation is most vulnerable to law enforcement actions.

### **Money Laundering Methods**

For organizational purposes all the various money laundering methods utilized in today's financial world can be reduced to four categories: bulk movement, the use of financial institutions, the use of commercial businesses, and finally, the movement through the underground banking system. However, an organization may use several of these methods in a chain to arrive at its goal: the integration of the drug money into the economy as licit profits.

### **Bulk Movement**

In the case of drug trafficking, proceeds earned from street sales are almost invariably in the form of cash and are generally comprised of small denomination bills. The most convenient means of placement is to deposit the money into a bank. This alleviates the problem of transporting the voluminous cash and allows the trafficker to convert the currency into some other negotiable instrument or currency. In countries with Currency Transaction Reporting (CTR) requirements, such as the United States where cash transaction of over \$10,000 have to be reported, money launderers must devise methods of depositing drug cash without being detected. The simplest method is to smuggle the cash out of the country to a country that does not have the currency regulations or where the regulations are not enforced. The methods used are all considered bulk movement, that is, the movement of cash or monetary instruments whether by couriers concealing the cash on their person or in their luggage, in diplomatic pouches, in cargo, by mail, or by private plane. The drug money is deposited in one account and the next day is wire transferred out to scores of other accounts. Overseas traffickers are more likely to use the bulk movement strategy than to invest their money in the United States. This is because they do not want to leave their profits vulnerable to U.S. asset forfeiture laws.

### **Financial Institutions**

Using financial institutions, such as banks, is still the safest and most efficient method of laundering money. Several wire transfers of funds can be accomplished within hours to hide the money trail. However, to use the banks, the reporting requirements need to be circumvented. One way of accomplishing this is by conducting numerous deposits under the \$10,000 cash transaction reporting threshold, which is known as structuring or smurfing. Drug traffickers may also purchase businesses that take in large volumes of cash, such as restaurants or flea markets, and then deposit drug profits under the pretense that they are proceeds from the legitimate businesses. Since these businesses are cash-intensive, they are placed on the CTR exemption lists. This enables traffickers to deposit larger amounts of cash without reporting their transactions. Of course, purchasing a bank or corrupting or coercing a bank official is another way drug traffickers may assure a bank's assistance in structuring deposits.

### **Non-Financial Institutions/Commercial Businesses**



Operating through ordinary commercial enterprises (non-financial institutions), allows the trafficker to avoid any reporting requirements that regulate financial institutions. Traffickers commonly use front companies that conduct a legitimate business, but their main business is some illicit activity. They can also be shell or shelf companies that are registered businesses but are just facades with no legitimate business. Their business is really some criminal activity, such as money laundering. Front companies are usually art dealers, precious metal companies, jewelry shops, real estate investors, car and boat dealerships, restaurants, hotels, and construction companies. Charities and religious organizations are unwittingly and sometimes wittingly used to collect the drug money in their names and enter it into their accounts to be moved overseas. In addition, although they are not money service businesses, casinos have "extra services" that include exchanging currency denominations, issuing checks for "winnings," and even wire transferring funds to other casinos. Money launderers take advantage of all these services.

### **Underground Banking System**

The more formalized and secretive system of using ordinary businesses as fronts for money movement is called the underground banking system (UBS). It differs from the money service businesses because these companies on the surface are not in the business of moving money like the remittance companies. As such, they are not subject to CTR reporting requirements and are extremely difficult to regulate. A trafficker can bring the funds needed to purchase his or her drug supplies to an underground banker and within hours the source of supplies will have those funds and there will be no official paper trail whatsoever. These systems charge very little for their services, much less than the banks. They are also faster, more efficient, more confidential, and more convenient.

### **DEA Response to Money Laundering**

Highway interdiction programs, such as Operations Pipeline and Convoy, that stop the bulk movement of illicit funds are highly effective impediments to money laundering. The DEA has also launched major operations specifically targeting the money-laundering capabilities of major trafficking organizations. For example, as part of Operation Dinero (1994) and Operation Green Ice II (1995), DEA undercover agents set up front business that offered money laundering services to drug traffickers. Both operations were hugely successful and disabled sophisticated drug trafficking organizations. Operation Dinero resulted in the seizure of three valuable paintings and \$90 million and the arrest of 116 suspects in the United States, Spain, Italy, and Canada. Operation Green Ice II, which involved over 200 agents from 27 different law enforcement agencies, resulted in over 80 indictments.

## **3. Foreign Cooperative Investigations**

Cooperation with foreign law enforcement agencies is essential to the DEA mission because the trafficking syndicates responsible for the drug trade inside the United States do not operate solely within its borders. Such cooperation was initiated in 1949 by the Federal Bureau of Narcotics, one of the DEA's predecessor agencies. At this time, two

agents were sent to Turkey, which was the world's main producer of morphine base, and to France, where the morphine base was converted into heroin and shipped to the United States. The number of agents working on international cases gradually increased, and by the 1960s and 1970s, international federal drug law enforcement agents were conducting major operations. International efforts at that time focused on reducing marijuana trafficking along the border with Mexico and on curbing heroin trafficking by members of the French underworld, a case that became known as the "French Connection." In 1973, the DEA was created, and the number of agents stationed in foreign countries continued to increase. By the 1990s, drug syndicates possessed greater financial and technological resources than ever before and as a result, had a greater ability to operate on a global scale. International cooperation became even more crucial to effective drug law enforcement. To support international investigations, the DEA is operating offices in 56 foreign countries in 1999. In 1976, the U.S. Government, through the Mansfield Amendment, adopted formal rules concerning DEA agents' duties and activities while working abroad. Among the many restrictions, DEA agents were prohibited from active involvement in arrests of suspects in host countries and from participating in unilateral enforcement actions without the approval of officials from the host government. Operating strictly within these guidelines, DEA agents participate in five different law enforcement functions while working abroad:

**Bilateral Investigations:** DEA special agents assist their foreign counterparts by developing sources of information and interviewing witnesses. Agents work undercover and assist in surveillance efforts on cases that involve drug traffic affecting the United States. They provide information about drug traffickers to their counterparts and pursue investigative leads by checking hotel, airport, shipping, and passport records. In addition, when host country authorities need to know the origin of seized illicit drugs, DEA agents ship them back to DEA facilities in the United States for laboratory analysis. The DEA also seeks U.S. indictments against major foreign traffickers who have committed crimes against American citizens. In a number of cases, international drug trafficking syndicates were severely crippled when the DEA had cartel leaders indicted in the United States for violating U.S. laws and then extradited.

**Foreign Liaison:** The DEA actively participates in several international forums to promote international law enforcement cooperation. One forum is the annual International Drug Enforcement Conference (IDEC) that brings together upper-level drug law enforcement officials from South, Central, and North America, as well as the Caribbean, to share drug-related intelligence and develop operational strategies that can be used against international drug traffickers. The yearly conferences focus on such areas of common concern as the growing sophistication of drug trafficking organizations and money laundering.

**Institution Building:** The DEA tries to help host countries fight the criminals in their midst by working with the people who have the integrity and the courage to pass strong anti-drug laws and build strong law enforcement institutions. For example, DEA's successful operations in concert with the Colombian National Police (CNP) is an outgrowth of its long-term, persistent strategy to develop strong working relationships

with reliable, honest governmental institutions. The fact that the CNP has been able to remain steadfast in the face of continuing threats of violence and the temptations of corruption is testimony to the honesty and valor of its leadership, particularly Director General Rosso Serrano. The DEA has excellent working relationships with law enforcement in other countries as well, and these partnerships have resulted in tremendous successes across the globe. For example, the DEA works very closely with counter-narcotics agents in Peru, Bolivia, and Thailand. The DEA's cooperative efforts with these countries has helped them develop more self-sufficient, effective drug law enforcement programs.

**Intelligence Gathering:** The DEA, respected for its drug intelligence gathering abilities, supports its foreign counterparts' investigations by providing information, such as who controls the drug trade; how drugs are distributed; how the profits are being laundered; and how the entire worldwide drug system operates at the source level, transportation level, wholesale and retail levels. One U.S. federal effort is the Joint Information Coordination Centers program, which provides computer hardware and software, as well as training, to 20 host country nationals overseas, primarily in Central and South America and the Caribbean. This program enables those countries to establish intelligence-gathering centers of their own and is modeled after the DEA's El Paso Intelligence Center.

**International Training:** The agency conducts training for host country police agencies at the DEA training facilities in Quantico, Virginia, and on-site in the host countries, as well.

#### **4. Organized Crime Drug Enforcement Task Forces (OCDETFs)**

In 1982, the Organized Crime Drug Enforcement Task Forces (OCDETF) program was initiated to combine federal, state, and local law enforcement efforts into a comprehensive attack against organized crime and drug traffickers. Aspects of the program have served as models for every major law enforcement initiative in recent years, such as HIDTAs, Weed and Seed, and the Anti-Violence Initiative. The success of OCDETF has been highly attributed to fostering collaboration among federal, state, and local law enforcement and effectively using prosecution attorneys at the early stages of investigations. Since the inception of OCDETF, the DEA has played a leading role and now has 1,000 positions, including 775 special agents, dedicated to the program.

OCDETF Objectives:

To target, investigate, and prosecute individuals who organize, direct, finance, or are otherwise engaged in high-level illegal drug trafficking enterprises, including large-scale money laundering organizations;

To promote a coordinated drug enforcement effort in each task force region;

To encourage maximum cooperation among all drug enforcement agencies; and

To make full use of financial investigative techniques.

## **V. Department of Justice. Criminal Division.**

(Source of information: <http://www.usdoj.gov/criminal/>)

### **Description.**

The Criminal Division develops, enforces, and supervises the application of all federal criminal laws except those specifically assigned to other divisions. The Division, and the 93 U.S. Attorneys have the responsibility for overseeing criminal matters under the more than 900 statutes as well as certain civil litigation. Criminal Division attorneys prosecute many nationally significant cases. In addition to its direct litigation responsibilities, the Division formulates and implements criminal enforcement policy and provides advice and assistance. For example, the Division approves or monitors sensitive areas of law enforcement such as participation in the Witness Security Program and the use of electronic surveillance; advises the Attorney General, Congress, the Office of Management Budget and the White House on matters of criminal law; provides legal advice and assistance to federal prosecutors and investigative agencies; and provides leadership for coordinating international as well as federal, state, and local law enforcement matters.

### **Topics of special interest.**

#### **1. Fraud Section.**

The Fraud Section is charged with directing the Federal law enforcement effort against fraud and white collar crime. The Section assumes direct responsibility for conducting grand jury investigations and prosecutions in certain cases that require centralized treatment because of the complexity of the scheme, the multi-district nature of the criminal activity, the sensitivity of the issues, or the necessity for developing model prosecutions to establish the viability of a particular statute, theory, or technique.

Fraud Section investigations often involve business crimes such as financial institution fraud; Internet fraud; fraud in the insurance industry; international criminal activities in violation of the Foreign Corrupt Practices Act; and multi-district schemes that victimize consumers, such as telemarketing and bankruptcy mills. The Section's prosecutions also focus on fraud involving government programs and procurement, including regulatory activity in the securities and commodities markets.

At the request of United States Attorneys' offices, the Section is often called upon to support litigation, consult on complex issues or coordinate investigations. The Section fashions and implements white collar crime policy, provides legal and investigative guidance to the attorneys in the Criminal Division and United States Attorneys' offices, and coordinates information-sharing about white collar crime with state and local law enforcement agencies.

## **2. International Prisoner Transfer Program. Office of Enforcement Operations.**

The International Prisoner Transfer Program began in 1977 when our government negotiated the first in a series of treaties to permit the transfer of prisoners from countries in which they had been convicted of crimes to their home countries. The program is designed to relieve some of the special hardships that fall upon offenders incarcerated far from home, and to facilitate the rehabilitation of these offenders. Prisoners may be transferred to and from those countries with which the United States has a treaty. (Participating countries are listed on this site). While all prisoner transfer treaties are negotiated principally by the United States Department of State, the program itself is administered by the United States Department of Justice.

For information on the Federal Bureau of Prisons' Program Statement on International Prisoner Transfer visit <http://www.bop.gov/progstat/>

## **3. Asset Forfeiture and Money Laundering Section.**

The Asset Forfeiture and Money Laundering Section provides centralized management for the Department's asset forfeiture program to ensure its integrity and maximize its law enforcement potential, while also providing managerial direction to the Department's components in prosecuting money laundering. The Section initiates, coordinates, and reviews legislative and policy proposals impacting on the asset forfeiture program and money laundering enforcement agencies.

The Section works with the entire spectrum of law enforcement and regulatory agencies using an interagency, interdisciplinary and international approach. The Section is mandated to: coordinate multi-district investigations and prosecutions; provide guidance, legal advice and assistance with respect to asset forfeiture and money laundering investigations and prosecutions; develop regulatory and legislative initiatives; ensure the uniform application of forfeiture and money laundering statutes; litigate complex, sensitive and multi-district cases; and provide litigation assistance to U.S. Attorneys' Offices and Criminal Division components.

The Section oversees asset forfeiture and money laundering training and conducts seminars for federal prosecutors, investigating agents, and law enforcement personnel. It also produces legal publications and training materials to enhance its legal support functions.

The Section adjudicates all petitions for remission or mitigation of forfeited assets in judicial forfeiture cases, administers the Weed and Seed Program and the Equitable Sharing Program, and it oversees the approval of the placement of forfeited property into official use by federal agencies.

#### **4. Narcotic and Dangerous Drug Section.**

Our mission is to reduce the supply of illegal drugs in the United States by investigating and prosecuting priority national and international drug trafficking groups and by providing sound legal, strategic and policy guidance in support of that end.

Our efforts in support of this mission are broken into the following two broad functional areas:

**Policy:** The Narcotic and Dangerous Drug Section (NDDS) provides advice and support on a broad range of counternarcotics matters to the Attorney General and other Department policy makers, represents the Department and provides expert guidance on counternarcotics matters in the interagency, intelligence and international communities.

NDDS provides cutting edge assistance, training, and advice on narcotics and electronic surveillance issues to all the U.S. Attorneys' offices and federal agencies on a daily basis. Senior NDDS attorneys conduct training and give lectures for DEA, FBI and U.S. Customs, as well as for the Department's Office of Legal Education. We publish a monthly newsletter, delivered to all U.S. Attorneys and agencies, addressing new issues in narcotics law, and have published a treatise on narcotics prosecutions, which we continually update.

NDDS is responsible for developing innovative law enforcement and prosecutorial strategies to counteract the fast paced efforts organized international trafficking groups. We enjoy an excellent reputation with federal law enforcement, in the interagency community, and with the U.S. Attorneys' offices for our ability to confront and solve legal and policy problems involved in counternarcotics enforcement.

**Litigation:** Federal narcotics prosecutors face sophisticated international organized crime syndicates from Colombia and Mexico, as well as other countries. These organizations produce high volumes of illegal drugs and use foreign countries as platforms from which to control their empires. These traffickers maintain control of their workers through highly compartmentalized cell structures that separate production, shipment, distribution, money laundering, communications and security. They use corruption and intimidation.

These traffickers have at their disposal the most sophisticated vehicles, boats, airplanes, communications equipment, legal representation and weapons that money can buy.

Prosecuting the high level command and control elements of these organizations -- the kingpins -- requires breaking through their tightly compartmentalized structure to obtain evidence of their wrongdoing. It requires a coordinated national and international approach against an adversary that is equally coordinated and international in scope.

No other group of drug prosecutors in the country can do what we do: use the best intelligence available to identify the drug trafficking groups that pose the greatest threat, and then marshal resources to investigate and prosecute them -- anywhere in the country or anywhere in the world.

The Bilateral Case Initiative is an NDDS program in which NDDS attorneys, in close coordination with DEA Office of Foreign Operations, the Special Operations Division, and the interagency Linear Approach Committee, investigates and prosecutes large transnational narcotics traffickers in U.S. courts, using evidence gathered by law enforcement activities of foreign governments.

The Special Operations Division (SOD) is a multi-agency body designed to identify and dismantle significant international and domestic drug trafficking and money laundering organizations. NDDS directs and coordinates SOD investigations with Assistant U.S. Attorneys across the country to ensure that each district involved in a nationwide investigation is informed as to the actions taking place in the other districts and the interrelationship of each district in the overall criminal conspiracy. NDDS ensures that each district agrees to a coordinated plan of attack, so that large, nationwide trafficking groups are taken down in a single, well-timed enforcement action. In addition, attorneys from NDDS are deployed to assist in national priority SOD investigations as needed.

The SOD strategy of targeting the command and control elements of major trafficking groups is the best strategy we have to deal with the drug supply problem today, and its success has been demonstrated time and again. Examples of these investigations include:

Operation Mountain Express, targeting brokers of methamphetamine precursor chemicals (150 arrests in ten judicial districts nationwide, seizures of 10 metric tons of pseudoephedrine capable of producing 18,000 pounds of methamphetamine, 83 pounds of finished methamphetamine, 2 pseudoephedrine extraction laboratories, 1 methamphetamine laboratory, 136 pounds of processing chemicals, and \$8 million in cash,);

Operation Tar Pit, targeting Mexican heroin traffickers (over 200 arrests in eight judicial districts and in Mexico); and

Operation Impunity, targeting a significant Mexican cocaine transportation importation and transportation ring (105 arrests, seizures of 12,357 kilograms of cocaine, one-half

kilo of heroin, 4,806 pounds of marijuana and more than \$19 million in U.S. currency, spanning nine judicial districts and the Dominican Republic).

## **5. Organized Crime and Racketeering Section.**

The Organized Crime and Racketeering Section (OCRS) coordinates the Department's program to combat organized crime. The principal enforcement efforts are currently directed against traditional groups such as La Cosa Nostra families emerging groups from Asia and Europe, such as Chinese Triads, the Sicilian Mafia, and Russian organized crime. OCRS supervises the investigation and prosecution of these cases by Strike Force Units within U.S. Attorneys' Offices in 21 federal districts having a significant organized crime presence. These cases involve a broad spectrum of criminal statutes, including extortion, murder, bribery, fraud, narcotics, and labor racketeering.

OCRS is involved in setting national priorities for the organized crime program by coordinating with investigative agencies such as the FBI, the Drug Enforcement Administration, and others, and by working with the Attorney General's Organized Crime Council, which is ultimately responsible for the Federal Government's policy in this area.

In addition to its close supervision of all federal organized crime cases, OCRS reviews all proposed federal prosecutions under the Racketeer Influenced and Corrupt Organizations (RICO) statute and provides extensive advice to prosecutors about the use of this powerful statute.

In a more specialized context, OCRS also reviews criminal prosecutions involving labor-management disputes, the internal affairs of labor unions in the private sector, and the operation of employee pension and welfare benefit plans.

Finally, OCRS maintains a cadre of experienced prosecutors in its Litigation Unit who travel as needed to prosecute or assist in the prosecution of organized crime cases in the U.S. Attorneys' Offices' Organized Crime Strike Force Units. The Litigation Unit attorneys are particularly trained in multi-defendant RICO cases, especially in the field of labor racketeering.

## **6. Office of International Affairs.**

The Office of International Affairs supports the Department's legal division's the U.S. Attorneys, and state and local prosecutors regarding questions of foreign and international law, including issues relating to extradition and mutual legal assistance treaties. The Office also coordinates all international evidence gathering. In concert with the State Department, the Office engages in the negotiation of new extradition and mutual legal assistance treaties and executive agreements throughout the world. Office attorneys also participate on a number of committees established under the auspices of the United Nations and other international organizations that are directed at resolving a variety of international law enforcement problems such as narcotics trafficking and money laundering. The Office maintains a permanent field office in Rome.



## **7. Executive Office for the Organized Crime Drug Enforcement Task Force.**

The Organized Crime Drug Enforcement Task Force (OCDETF) is a federal drug enforcement program that focuses attention and resources on the disruption and dismantling of major drug trafficking organizations. OCDETF provides a framework for federal, state, and local law enforcement agencies to work together to target well-established and complex organizations that direct, finance, or engage in illegal narcotics trafficking and related crimes. (Related crimes include money laundering and tax violations, public corruption, illegal immigration, weapons violations, and violent crimes.) The program has been in existence since 1982 and operates under the guidance and oversight of the Attorney General. Utilizing its resources and expertise of its 11 member federal agencies, along with support from its state and local law enforcement partners, OCDETF has contributed to the successful prosecution and conviction of more than 44,000 members of criminal organizations and resulted in the seizure of cash and property assets totaling more than \$3.0 billion.

The Executive Office for OCDETF supports the work of over 2,500 federal agents and prosecutors and approximately 6,000 state and local law enforcement officers who participate in OCDETF cases. The Executive Office, in conjunction with a council of Washington Agency Representatives, provides policy guidance and coordination; administrative management and support; collection and reporting of statistical information; and budgetary planning, coordination, and disbursement.

## **8. Terrorism and Violent Crime Section.**

The Terrorism and Violent Crime Section (TVCS) is responsible for the design, implementation, and support of law enforcement efforts, legislative initiatives, policies and strategies relating to international and domestic terrorism. This includes the investigation and prosecution of acts of terrorism occurring anywhere in the world which impact significant U.S. interests. The Section coordinates the systematic collection and analysis of data related to the investigation and prosecution of domestic terrorism cases, thereby facilitating prevention of terrorist activity through early detection. In regard to international terrorist organizations, the Section coordinates interagency efforts to designate terrorist organizations and their agents and to investigate and prosecute support of such organizations. The Section also oversees the prosecution of domestic violent crime offenses for which federal jurisdiction exists, as well as the prosecution of firearms and explosives violations. In appropriate instances, Section attorneys assume direct responsibility for the prosecution of violent crime cases. The TVCS assists in the implementation of an initiative designed to deter criminals from possessing firearms by using federal firearms law which generally provide longer, and often mandatory, sentences for gun offenses. Additionally, the Section administers the national anti-violent crime strategy which is being carried out in every federal judicial district. The strategy focuses particular attention on the investigation and prosecution of gang-related crimes. Section attorneys provide legal advice to federal prosecutors concerning federal statutes relating to murder, assault, kidnapping, threats, robbery, weapons and explosives control,

malicious destruction of property, and aircraft and sea piracy. The Section also formulates legislative initiatives and Department policies relating to terrorism and violent crime, and coordinates such initiatives and strategies with other government agencies.